

National Committee for Sub-National Democratic Development Secretariat (NCDD)

Integration of Social Accountability into National and Sub-National Systems Project Phase II

Terms of Reference

Position : National Consultant for End Project Phase II Evaluation
Duty Station : NCDD Secretariat, Phnom Penh, Cambodia
Duration : 50 days over the period from September 1, 2025 to December 15, 2025
Basis : Short-Term Individual Consultancy Contract

1. BACKGROUND

National Program on Sub-National Democratic Development

The Royal Government of Cambodia has committed to improve Sub-National Democratic Development (SNDD). The National Committee for Sub-National Democratic Development (NCDD) was established by a Royal Decree to coordinate and take lead the implementation of the Law on Administrative Management of the Capital, Provinces, Municipalities, Districts and Khans, the Law on Administrative Management of Communes, Sangkats and the Decentralization and Deconcentration Policy. To implement these legal documents, NCDD developed the first 10-year National Program on Sub-National Democratic Development (NP-1) from 2010-2020 which was divided into 3 phases. The first phase implementation plan (IP3-I) of the NP-1, which ran from 2011-14, focused on developing Sub-National Administration (SNA) operational structures, systems and procedures. The second phase implementation plan (the IP3-II), which covered the period 2015-2017, aimed at applying the new structures, systems and procedures developed during the first and second phases in order to improve SNA service delivery, local development and governance. The third phase implementation plan (the IP3-III), which covered the period 2018-2020 focused on key priorities wish to achieve in this final phase of the NP-1 and included continuing to strengthen the transfer of functions and increase financial resources to SNAs. The second 10-year National Program on Sub-National Democratic Development (NP-2) from 2021-2030 is currently implementing to address all important unresolved challenges remaining from NP1 and any new challenges that arise. The objective of the NP-2 is that by 2030 structures and systems of sub-national governance are modern, autonomous, effective, transparent, and accountable in their provision of public services and local development. They will respond to the prioritized needs of the people in their jurisdiction in an equitable and inclusive manner. Each type of SNA will have adequate power and capacity to carry out their functions under the oversight of their councils to strengthen accountability to citizens.

Social Accountability

Social accountability is an essential component for improving SNA service delivery and governance. Therefore, the Social Accountability Strategic Plan was formulated and approved by NCDD on July 11, 2013. To implement this Strategic Plan, Implementation of the Social Accountability Frameworks (ISAF) have been developed and approved: ISAF-I (2016-2018) and ISAF-II (2019-2025¹). The Strategic Plan and its frameworks have been implemented under overall management of the Implementation Social Accountability Framework Partnership Steering Committee (ISAF-PSC) and in close cooperation between development partners and civil society organizations in order to enhance the constructive engagement between citizens and government as an integral element of governance arrangements through which public decision-making and action takes place. It includes all those activities in which citizens and their representatives can advocate for their interests (voice) and thereby check the performance of officials and service providers (accountability) as they make, implement and enforce public decisions (collective choices) relating to rights, regulations, investment/resources and service delivery.

The I-SAF represents an integral element of the NP-1 and NP-2. The both phases of I-SAF specify activities to be undertaken by the demand side – implemented by civil society organizations and the supply side- by government

¹ The original implementation plan was completed by 2023, but it has been extended to the end of 2025 to achieve its expected outputs and align with the National Program Phase II of the Royal Government of Cambodia.

entities at national and sub-national levels.

The World Bank, the Social Accountability and Service Delivery Trust Fund (SASD-TF) has been established with financial contribution from KfW and SDC. This SASD-TF has become operational in March 2020 and run until 2024. It has continued provide financial support to two projects to support the Implementation of Social Accountability Framework II (I-SAF II) 2019-2025. In addition, DFAT funding provided through the Australia-World Bank Promise Partnership Trust Fund is supporting project implementation in 2024-2025. The two projects are 1) Integration of Social Accountability into National and Subnational Systems phase II, being implemented by NCDDS and 2) Engaging Citizens to Improve Service Delivery Through Social Accountability, being implemented by World Vision International (WVI).

Project End Evaluation

The Integration of Social Accountability into National and Subnational Systems project phase II was designed as support for the “supply-side” of social accountability, enabling national and subnational authorities to provide the information that citizens need to hold public service providers accountable and to build the will and capacity of government officials to respond to feedback and demands from citizens. It is complemented by another project that is implemented by a lead NGO, World Vision, to strengthen the “demand-side” of social accountability, enabling citizens to become more knowledgeable about public services and to engage more actively in demanding and contributing to improvements to such services.

There are five components of this project including three main components which comprise the annual cycle of social accountability activities: (1) Transparency and access to information; (2) Citizen monitoring; and (3) Implementation of Joint Accountability Action Plans (JAAPs). Components (4) Training and capacity development, and (5) National and subnational coordination and partnership support, provide overarching support to building the capacity required to implement the planned activities and sustain them beyond the duration of this project.

The project development objective (PDO) is to improve the quality and responsiveness of public service provision through the strengthening and institutionalization of transparency and citizen engagement processes in selected subnational planning and service delivery systems.

The primary beneficiaries of the project are the citizens of the targeted coverage area who stand to benefit from improved access to information and knowledge of public service delivery, an increased ability to influence the delivery of services, and eventually improvements in the quality of public services. As such, potentially all households in the targeted geographic area can benefit from the project. Secondary beneficiaries include national and subnational government officials who have improved information to identify areas for improvement by service providers as well as the service providers themselves who can become more knowledgeable of the service standards they are expected to follow, and thus be better able to improve the quality of the services they provide. Due to this project’s focus on government systems, the benefits to government officials are a key feature of the results framework for the project.

As part of preparing for ISAF project closure in December 2025, a consultant will be recruited to conduct an end evaluation of the project in collaboration with the NCDDS staff.

2. OBJECTIVES OF THE CONSULTANCY

The End Evaluation is about telling the story of the project, focusing on the outcomes, the factors that contributed to achieving the outcomes (and the factors that may have limited achievement of outcomes), and the lessons learned. It covers, among other things, the degree to which the Project’s Development Objectives (PDOs) and results have been achieved and provides lessons learned. The assessment of outcomes should rely heavily on and present the available evidence, both quantitative and qualitative. Audiences for the End Evaluation are the NCDDS Social Accountability project team, the World Bank Task Team, the World Vision team, the government and their agencies, development partners (DFAT), civil society stakeholders, project beneficiaries, and the general public that has an interest in the project.

3. SCOPE OF WORK

Consultant Duties and Accountabilities:

- Carry out primary and secondary research (consisting of reviewing Project documentation and management information system (MIS) data as well as interviewing Social Accountability project staff, government officials, World Vision staff working on ISAF, donors and Bank staff involved in the Project); the consultancy could include a field visit to Social Accountability project site(s).

- Conduct discussions with the Social Accountability project team, World Vision, the implementing agency, beneficiaries, and other stakeholders, as needed.
- Review the final project indicators (achievements) prepared by the project team, and the specific documentation/records for each of the indicators, to assess consistency (results framework and other indicators).
- Work with the Social Accountability project team to draft the end evaluation according to the guidelines provided by the project team/World Bank. The end evaluation should include, among other aspects:
 - (i) Description of the project story line, including the operation's context, the rationale for the operation, and the relevance of the operation's objectives during preparation and at completion (i.e., for Cambodia's development policies and/or programs);
 - (ii) Assessment of the outcomes of the operation against the agreed objectives; with a focus on providing (qualitative and/or quantitative) evidence of the achievement of the operation's objectives, and of the contribution of the supported activities and outputs to the project's development outcomes;
 - (iii) Assessment of the achievements in terms of inclusion of gender and persons with disabilities;
 - (iv) Assessment of the key factors and events pertaining to the performance of the World Bank, Social Accountability project team, government, co-financiers/donors, other partners, and the external environment during preparation and implementation, that affected (i.e., contributed to and/or limited) performance and outcomes;
 - (v) Evaluation of the project team's own performance (both NCDDDS and World Bank) during the preparation and implementation of the operation with special emphasis on lessons learned that may be helpful in the future (including in terms of inclusion of gender and persons with disabilities); and
 - (vi) Description of the proposed arrangements for future operation of the project (i.e., continuation of project activities beyond Bank financing, if any).
 - (vii) Present the findings and lessons learned of the End Evaluation at a workshop to be organized jointly by the consultant and NCDDDS.

Special attention will be given to the data requirements of the evaluation, including the need to assemble sufficient results, for attribution (to the extent possible), accountability and learning lessons. The end evaluation is expected to pay particular attention to the inclusion of gender, ethnic minorities, beneficiaries of the ID poor program, and persons with disabilities, looking at results achieved, and actions (if any) undertaken during implementation to support the participation of women and persons with disabilities, and the benefits these groups may have received from the Social Accountability project. The consultant is also expected to investigate the availability of data regarding health centers such as changes in number of patients at health centers (including the ID poor patients) and changes in health center's revenues from patient fees. The evaluation should help capture Social Accountability impacts beyond the PDO. The evaluation will also include in annex a matrix summarizing Social Accountability achievements under the six OECD criteria²: (i) relevance: the extent to which the intervention objectives and design respond to beneficiaries, global, country, and partner/institution needs, policies, and priorities, and continue to do so if circumstances change; (ii) coherence: the compatibility of the intervention with other interventions in a country, sector or institution; (iii) effectiveness: the extent to which the intervention achieved, or is expected to achieve, its objectives, and its results, including any differential results across groups; (iv) efficiency: The extent to which the intervention delivers, or is likely to deliver, results in an economic and timely way; (v) impact: the extent to which the intervention has generated or is expected to generate significant positive or negative, intended or unintended, higher-level effects; and (vi) sustainability: the extent to which the net benefits of the intervention continue, or are likely to continue after project closure.

4. TIMELINE AND DELIVERABLES

The consultancy will start on or around September 1, 2025, and will end no later than December 15 2025. During this period, the consultant is expected to conduct and deliver the following:

Tasks and deliverables	Timeline for delivery of documents	Lump sum Payments
Submit inception report with proposed methodology and work plan,	Within 5 days	15% upon

² <https://www.oecd.org/dac/evaluation/daccriteriaforevaluatingdevelopmentassistance.htm>

including draft detailed table of contents of the End Evaluation report (with explanations of sections), to be submitted for NCDDS review and approval (inception report)	from contract signing	acceptance of Inception report
Desk review of project documents to collect secondary data	By September 19, 2025	N/A
Field visits to project sites (to be agreed and organized with NCDDS) to collect primary data with some selected target provinces, and service providers to see the achievement vs plan, effectiveness and efficiency of the project activities.		N/A
Submit draft evaluation report, and draft PowerPoint presentation of key findings and lessons learned, for NCDDS review Propose list of participants for consultation workshop	By October 20, 2025	45% upon acceptance of draft report and presentation
Review of draft evaluation by NCDDS and the World Bank (share comments and have discussion with consultant on the comments)	By October 31, 2025	N/A
Discussion with consultant on the comments on the evaluation report (NCDDS will organize a consultation workshop)	By November 14, 2025	N/A
Submit revised evaluation report based on the comments from NCDDS, World Bank and consultation workshop	By November 21, 2025	N/A
Review of updated evaluation report by NCDDS and World Bank	By November 28, 2025	N/A
Share final revised Evaluation report and presentation slides for the workshop, reflecting comments received from NCDDS and World Bank	By December 5, 2025	30% upon acceptance of Final report
Workshop to be organized together with NCDDS, to present the final report. The consultant would present the PowerPoint presentation to guide the discussion.	By December 15, 2025	10% final payment after the completed dissemination workshop

5. PAYMENT

The payment will be made on the basis of a lump-sum that will be stated in the contract to be determined based on qualifications and NCDDS pay scales and negotiation with the consultant.

6. REPORTING

The Consultant will work under the overall supervision of the Head of the NCDDS and direct supervision of Social Accountability Project Manager. The Consultant will work closely with the Social Accountability Project Coordinator and other Social Accountability consultants, SNAs, relevant line ministries, and other relevant agencies following consultation and advice of the Project Manager.

2. QUALIFICATIONS AND EXPERIENCES

The consultant will have a track record of the following qualifications and experiences:

- Master degree or higher in public administration, planning, social sciences, governance, project management, or a related field.
- At least 8 years' experience in conducting evaluations of donor projects in Cambodia and/or East Asia.
- Extensive, relevant professional experiences in the areas of social accountability, local governance
- Proven knowledge and understanding of Implementation of the Social Accountability Framework (I-SAF) and Decentralisation and De-concentration reforms in Cambodia.
- Knowledge, expertise, and experience in conducting project evaluations in projects related to social accountability, governance, delivery of public services, health, education, gender, community development, etc.
- Expertise and experiences in conducting data analysis, including both quantitative and qualitative data.

- At least 10 years' experience in working with national institutions, local governments, multilateral or bilateral donor, preferably in Cambodia and/or East Asian in the area of social accountability, governance, delivery of public services, health, education, gender, community development, etc.
- At least 10 years' experience in planning, conducting quantitative and qualitative evaluations, using results framework, and reporting.
- Critical thinking skills, initiative and creativity.
- Robust knowledge of engagement of gender/women, the poorest (e.g., ID Poor), minority groups and persons with disability in development projects.
- Fluent in Khmer and English in both writing and speaking including demonstrated good reporting and writing skills.

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Annex 1 – Proposed Structure of the Project End Evaluation Report

I. Introduction, context and development objectives of the project

II. PROJECT CONTEXT AND DEVELOPMENT OBJECTIVES

Context/Rationale

Project Development Objectives (PDOs) and Relevance of Objectives/Design

Key Expected Outcomes and Outcome Indicators

Components

III. Objectives, design and relevance (categorized by components of I-SAF II)

3.1. Relevance of objectives, project design and relevance of the design

3.2. Achievement of objectives (effectiveness)

3.3 Efficiency

3.4. Justification of the overall assessment of the results

3.5. Evaluation of the results of operations and implementation

3.6 Inclusion of Gender and Persons with Disability (results and lessons learned)

3.6. Other results and impacts (expected and unexpected)

3.7. Feasibility of Sustainability

IV. Key factors affecting implementation and results

V. Compliance issues and risks related to the development results

5.1. Quality of monitoring and evaluation

5.2 Compliance: Procurement, financial management and social and environmental safeguards

5.3. Risks to the development results

VI. Lessons and recommendations

Annexes

1. Results Framework (completed with explanations when targets are over or under achieved)

2. OECD Evaluation Matrix Results

3. Gender, ID Poor, Ethnic Minority and Disability (Data and further assessment)

4. Project cost per component